

Indian Institute of Public Administration
Indraprastha Estate, New Delhi.

Acc. No. NA

Class No. K12x54/In2r

The book was issued from the Library
on the date last stamped. It is due back
within 15 days of its date of issue, if
not recalled earlier.

RECORD COPY

"NOT TO BE ISSUED"

RECORD COPY

THE ROLE OF SPECIALISTS IN PUBLIC ADMINISTRATION

(REPORT OF A SEMINAR)
held in May, 1971.

Edited by

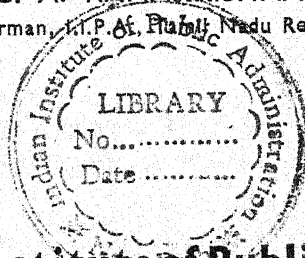
Thiru R. SIVANANDAM

Retd. Joint Secretary to Govt., Govt. of Tamil Nadu

With a foreward by

Thiru C. A. RAMAKRISHNAN, I.C.S. (Retd.)

Chairman, I.I.P.A. of Tamil Nadu Regional Branch



The Indian Institute of Public Administration
Tamil Nadu Regional Branch

1971

CONTENTS

<i>No.</i>		<i>Page</i>
1.	Foreward Thiru C. A. Ramakrishnan, I.C.S. (Retd.)	... iii
2.	About the Seminar	... 1
3.	Programme of the Seminar	... 2
4.	List of Delegates	... 3
5.	Working Groups	... 7
6.	Working Group reports	... 12
7.	<i>Report of Working Group I</i> Role of specialists at Government level. Thiru K. K. Nambiar	... 12
8.	<i>Report of Working of the Group II</i> Role specialists at District level. Thiru Ganghadar Jas.	... 15
9.	<i>Report of the Working Group III</i> Role of the specialists in Private Sector Thiru R. K. Swami	... 17
10	Summary of Proceedings	... 23
11.	Summing up	... 38

FOREWORD

This is the report of the sixth seminar on the subject of the "Role of the Specialists in Public Administration" held under the auspices of the Indian Institute of Public Administration, Tamil Nadu Regional Branch, since its revival in 1968. The seminar was made possible by a generous contribution of Rs. 3,000/- kindly sanctioned by the Indian Institute of Public Administration, Delhi. The seminar attracted considerable public attention and the participation both by specialists and generalists was very encouraging. It will be appreciated that the Institute of Public Administration as such cannot be expected to hold any views on the subject on any seminar conducted by it, and that it can only serve as a forum to give opportunity to all participants to give expression of their views. It may, however, be stated that there was considerable consensus on the fact that time has come to recognise adequately the role, the specialists have to play in public administration, and this recognition must take the form of conferring on them adequate status and giving them full opportunities to give their best to public service. There need not be any conflict between the specialist and the generalists as was pointed out in his inaugural addresses by Thiru S. Ramachandran, Minister for Transport, Government of Tamil Nadu, a very active member of the Tamil Nadu Branch. As he wisely put it, there should be a marriage between the two, in order that Public Administration may benefit to the greatest possible extent.

2. It is hoped that this report will be perused not only by the members of the Tamil Nadu Branch of the Indian Institute of Public Administration but also by the public generally and particularly by those in Government who are responsible for the formation of policies.

MADRAS.
24—1—1972

C. A. RAMAKRISHNAN,
Chairman.

ABOUT THE SEMINAR

The subject chosen for this Seminar viz. "The Role of Specialists in Public Administration" is one that has been engaging the attention of the public since the publication of the Report of the Administrative Reforms Commission. It was suggested for discussion by our Chairman, Thiru C. A. Ramakrishnan, at an earlier meeting of the Tamil Nadu Branch of the Indian Institute of Public Administration and approved by the General Body.

Though the subject refers to the specialists, it deals with the controversy as to whether the generalist or the specialist should be the head of an organisation for its successful functioning and what their respective roles are in the organisation. The idea in organising this seminar is not to accentuate the controversy but to define clearly the respective spheres of the specialists and the generalists.

The participants in the Seminar were divided into three groups to discuss the subject in relation to (1) Specialists at Government level, (2) Specialists at District Level and (3) Specialists in private sector. This enabled the delegates to discuss the problem with precision in its application to specific needs. Item (3) was modified by the working group as specialists in industrial and commercial establishments in private and public sectors to make the intention clear.

On the first day, the three working groups discussed the subject separately. On the second day, there was a combined session of all the three working groups, after which there was a presentation of the reports by the Chairman of each of the three working groups.

The seminar was well attended by delegates representing Departments of the State Government, Educational Institutions, Industrial Organisations etc.

Thiru S. Ramachandran, Minister for Transport, inaugurated the seminar on the first day. Justice Thiru K. S. Venkataraman addressed the concluding session of the second day.

PROGRAMME OF THE SEMINAR

Sunday, the 2nd May 1971 :

10 A.M. to 11-30 A.M. Inauguration and plenary session.

12 Noon to 1 P.M. } Group Discussion.
2 P.M. to 4 P.M. }

Monday, the 3rd May 1971 :

10 A.M. to 1 P.M. Plenary Session of working groups combined.

4 P.M. to 6 P.M. Presentation of reports by Chairman of working groups and Presidential address.

— : o : —

LIST OF DELEGATES

1. Thiru M. Ahamed, I.A.S.,
Deputy Secretary to Government,
Public Department, Madras-9.
2. Thiru S. P. Ambrose, I.A.S.,
Secretary to Government,
Social Welfare Department, Madras-9.
3. Thiru A. K. Bansali,
General Manager,
Kothari Textiles, Madras.
4. Thiru B. A. Bhaskaran,
Chief Accounts Officer,
Corporation of Madras, Madras-3.
5. Lt. Col. S. S. Chowdhry,
Personnel Manager,
Standard Motor Products (India) Ltd., Madras.
6. Thiru R. R. Dalavai,
Madras Civil Liberties Council,
Madras-5.
7. Thiru N. M. Dorai Singh,
Superintendent,
Home Department, Madras.
8. Thiru Gangadhar Jas, I.A.S.,
Director of Employment and Training,
Chepauk, Madras-5.
9. Thiru K. N. George,
Director,
Madras School of Social Work, Madras.
10. Thiru N. Gundu Rao,
Hindustan Lever, Madras.
11. Kumari Hari Priya,
Assistant Professor of Politics,
Presidency College, Madras,

12. Thiru D. F. Kantharaj,
Assistant Secretary to Government,
Public Department, Madras-9.
13. Thiru A. Kitchanan,
Secretary,
Tamil Nadu State Housing Board, Madras-35.
14. Thiru C. Krishnamurthi,
Superintendent,
Home Department, Madras-9.
15. Thiru J. G. Krishnamurthi,
Superintendent,
Public Department, Madras-9.
16. Thiru S. Krishnaswamy,
Deputy Tahsildar,
Coimbatore.
17. Dr. P. S. Kumaravelu,
Additional Director of Health Services &
Family Planning (ESI), Madras-6.
18. Thiru M. Miakhan,
Chief Engineer (PHE & Municipal Works),
Madras-5.
19. Thiru N. Murugesu Mudaliar,
Retd. Deputy Secretary to Govt.,
Government of Tamil Nadu, Madras.
20. Thiru R. Nagabhushanam,
Assistant Director of Raffles (Publicity)
Madras-2.
21. Thiru K. K. Nambiar,
Retd. Chief Engineer, Highways,
Madras-20.
22. Thiru D. K. Oza, I.A.S.,
Collector of Madras, Madras.

23. Thiru D. Philip Devaprasad,
Retd. Secretary,
Tamil Nadu Public Service Commission, Madras.
24. Thiru N. Pichaiyan,
Superintendent,
Public Department, Madras-9.
25. Thiru T. Radhakrishnan.
Assistant Secretary to Government,
Legislative Assembly Department, Madras-9.
26. Thiru C. G. Ramachandran,
Superintendent,
Home Department, Madras-9.
27. Thiru S. Ramanathan,
Professor of Politics and Public Administration,
Madras University, Madras-5.
28. Thiru K. V. Ramamoorthy,
Sr. Executive Engineer,
Standard Motor Products Limited, Madras.
29. Thiru U. Sabharathinam,
Assistant Secretary to Government,
Home Department, Madras-9.
30. Thiru V. K. Saraf,
Hindustan Motors, Madras-2.
31. Thiru A. S. Sathyaveeran.
Superintendent,
Home Department, Madras-9.
32. Thiru S. Singarajan,
Director,
Tamil Nadu Archives, Madras-8.
33. Thiru R. Sivanandam,
Deputy Secretary to Government,
Home Department, Madras-9.

34. Thiru W. S. Sivasankar,
Assistant Director of Health Services &
Family Planning, Madras-6.
35. Thiru R. P. Srivatsava,
Businessman,
Madras.
36. Thiru E. L. Stracey,
Inspector General of Prisons,
Madras-7.
37. Thiru R. K. Swami,
Chairman,
Hindustan Thompson Associate Ltd., Madras.
38. Thiru C. Thangaraju, I.A.S.,
Deputy Secretary to Government,
Food Department, Madras-9.
39. Thiru R. Thillainayagam,
Director,
Highways Research Station, Madras-25.
40. Thiru C. Thangayyan,
Deputy Commissioner of Police (Hq.),
Madras-2.
41. Thiru N. Venkataraman,
Adviser,
Marketing & Development,
WAVIN INDIA LTD., Madras.
42. Dr. S. Vijayalakshmi,
Santhome, Madras-28.

WORKING GROUPS

MEMBERS OF WORKING GROUP—I

(Role of Specialists at Government level)

1. Thiru K. K. Nambiar,
Retd. Chief Engineer, Highways,
Madras-20. *Chairman*
2. Thiru S. P. Ambrose, I.A.S.,
Secretary to Government,
Social Welfare Department, Madras-9.
3. Dr. P. S. Kumaravelu,
Additional Director of Health Services &
Family Planning (ESI)
Madras-6.
4. Thiru R. Thillainayagam,
Director, Highways Research Station,
Madras-25.
5. Dr. Vijayalakshmi,
Santhome, Madras-28.
6. Thiru C. Thangayyan,
Deputy Commissioner of Police (Hq.,)
Madras-2.
7. Thiru W. S. Sivasankar,
Assistant Director of Health Services &
Family Planning, Madras-6.
8. Thiru D. F. Kantharaj,
Assistant Secretary to Govt.,
Public Department, Madras-9.
9. Thiru N. Murugesu Mudaliar,
Retd. Deputy Secretary to Government,
Government of Tamil Nadu, Madras.

10. Thiru M. Miakhan,
Chief Engineer
(Public Health Engineering and Municipal Works),
Madras-5.
11. Thiru E. L. Stracey,
Inspector General of Prisons,
Madras -7.
12. Thiru C. Krishnamurthi,
Superintendent,
Home Department, Madras-9.
13. Thiru J. G. Krishnamurthi,
Superintendent,
Public Department, Madras-9.

—: o :—

MEMBERS OF WORKING GROUP—II

(Role of Specialists at District level)

1. Thiru Gangadhar Jas, I.A.S.,
Director of Employment and Training,
Chepauk, Madras-5. *Chairman*
2. Thiru A. Kitchanan,
Secretary,
Tamil Nadu Housing Board, Madras-35.
3. Thiru B. A Bhaskaran,
Chief Accounts Officer,
Corporation of Madras, Madras-3.
4. Thiru S. Singarajan,
Director,
Tamil Nadu Archives, Madras-8.

5. Thiru M. Ahamed, I.A.S.,
Deputy Secretary to Government,
Public Department, Madras-9.
6. Thiru C. Thangaraju, I.A.S.,
Deputy Secretary to Government,
Food Department, Madras-9.
7. Thiru D. Philip Devaprasad,
Retd. Secretary,
Tamil Nadu Public Service Commission, Madras.
8. Thiru R. Sivanandam,
Deputy Secretary to Government,
Home Department, Madras-9.
9. Thiru U. Sabharathinam,
Assistant Secretary to Government,
Home Department, Madras-9.
10. Thiru T. Radhakrishnan,
Assistant Secretary to Government,
Legislative Assembly Department, Madras-9.
11. Thiru R. Nagabhushanam,
Assistant Director of Raffles (Publicity),
Madras-9.
12. Thiru S. Krishnaswamy,
Deputy Tahsildar,
Coimbatore.

—: o :—

MEMBERS OF WORKING GROUP III

(Rule of specialists in the Private Sector)

1. Thiru R. K. Swami,
Chairman, Hindustan Thompson Associate Ltd.,
Madras-1.

2. Lt. Col. S. S. Chowdhry,
Personnel Manager,
Standard Motor Products of India Ltd.,
Madras-2.
3. Kumari Haripriya,
Assistant Professor of Politics,
Presidency College, Madras-5.
4. Thiru K. N. George,
Director,
Madras School of Social Work, Madras.
5. Thiru R. R. Dalavai,
Madras Civil Liberties Council,
Madras-5.
6. Thiru D. K. Oza, I.A.S.,
Collector of Madras.
Madras-1.
7. Thiru A. K. Bansali,
General Manager,
Kothari Textiles, Madras-1,
8. Thiru N. M. Dorai Singh,
Superintendent,
Home Department, Madras-9.
9. Thiru A. S. Satyaveeran,
Superintendent,
Home Department, Madras-9.
10. Thiru S. Ramanathan,
Professor of Politics & Public Administration,
Madras University, Madras-5.
11. Thiru N. Venkataraman,
Advisor,
Marketing & Development,
WAVIN INDIA LTD., Madras-53.

12. Thiru C. G. Ramachandran,
Superintendent,
Home Department, Madras-9.
- 13 Thiru K. V. Ramamoorthy,
Senior Executive Engineer,
Standard Motor Products of India Limited,
Madras-2.
14. Thiru N. Gundu Rao,
Hindustan Lever Limited, Madras.
15. Thiru R. P. Srivastava,
Businessman,
Madras.
16. Thiru V. K. Saraf,
Hindustan Motors,
Madras-2.
17. Thiru N. Pichaiyan,
Superintendent,
Public Department, Madras-9



WORKING GROUP REPORTS

REPORT OF WORKING GROUP I ON THE "ROLE OF SPECIALISTS AT GOVERNMENT LEVEL"

This Working Group is to deal with the 'Role of Specialists in public administration at Government level'. After briefly discussing the scope of the terms of reference, it was suggested that Government should include also public sector undertakings. As all social activities can be grouped into three stages, namely, decisions, planning and organising and executing or implementing, the role of specialists at all these stages has to be considered.

2. The discussion started with the role of specialists at the decision-making level. Reviewing the existing state of affairs, there was a general feeling that specialists were not adequately associated with the decision-making process. In this context, the interposition of a generalist as Secretary to Government between the Minister and the Head of a technical department came up for a prolonged discussion. In order to give the Head of a technical department opportunities to put up the case directly to the decision-making authority, it was suggested that the Head of the Department could be made either ex-officio Secretary to the Government or could be separately appointed as Secretary to the Government. In the former case, it was argued that there was a possibility of the Head of a Department having a particular fad, trying to push through his pet schemes by directly presenting his case to the Minister, whereas if he was appointed as Secretary to the Government, he would be in a position to review the recommendation made by the technical Head of the Department. In this way there would be an opportunity to review the recommendations of the Head of the Department before they were presented to the Government. The specialists who are chosen for appointment to such posts should have the necessary training in managerial techniques to occupy the key positions in the Secretariat. In this connection it was felt that the pay-scales of the specialists should also be equated to those of the administrators in the Secretariat, to be in conformity with the status of the job.

3. There was a discussion regarding appointment of generalists as Heads of some departments dealing with specialist disciplines. The criterion for choice of a generalist or specialist should be whether the administrative content or the need for specialised knowledge is the predominant element in

his job responsibilities. Certain Departments, in view of their specialised nature, have necessarily to be in charge of specialists, and at present the practice adopted is also on those lines. There are certain other posts of Heads of Departments in which the administrative content is dominant. Such posts can be left in charge of generalists with expertise in administration.

4. In public sector corporations dealing with industries where productivity and efficient performance are the most important factors to be aimed at, people with managerial abilities have to be appointed, irrespective of whether they are specialists or generalists.

5. In order to equip specialists for top posts in administration, there should be in-service training for them at the middle-management levels by temporarily transferring them to administrative posts. They should also be given refresher courses to keep themselves up-to-date in their professional knowledge.

6. In conclusion, the Working Group makes the following recommendations.

(1) The general view of the specialists in this Working Group is that the specialists do not have an adequate say in the decision-making process at the level of the Government and that they do not have direct communication with the ultimate decision making body of the Government. It is the general consensus of this Working Group that specialists should be given greater opportunities in the decision-making process by—

(a) enabling those specialists who have acquired the necessary training and have the necessary skills and managerial talents to occupy key positions in the Secretariat, so that they will be in a position to directly communicate with the ultimate decision-making body and advise it on all policy matters; or

(b) enabling specialists to have direct communication with the ultimate decision-making body through appropriate means so that they are fully involved in the decision-making process and are able to communicate their views to the decision-making body, if not in conformity with the views of the generalists.

(2) In order to increase the status of the specialists their pay-scales also should be equated to those of the generalists in similar positions with similar responsibilities.

(3) As regards the Heads of Departments, while it is agreed that certain departments have necessarily to be placed in charge of specialists, some other departments, in view of their high administrative content, can better be left in charge of expert administrators who are generalists.

(4) Where the burden of a specialist should be relieved, a generalist can also be employed to assist him.

(5) As regards public sector undertakings, this Working Group is of the opinion that those in charge of public sector undertakings should have managerial experience, expertise and skills and be in a position to utilise available resources in men, machines, money and time to the optimum, irrespective of whether he is a specialist or generalist.

(6) The specialists also should have middle-management training and they should also have refresher courses.

K. K. NAMBIAR,
Chairman.

REPORT OF THE WORKING GROUP II ON THE "ROLE OF SPECIALISTS AT THE DISTRICT LEVEL"

1. This Group considered the role of Specialists in public administration at the district level in the context of the development-oriented administration in a Welfare State. This Group initially addressed itself to the task of identifying the specialists among the district officers. It was first considered that the definition of 'specialist' as an officer having expert knowledge of the working of a department of the Government over a number of years of service will lend itself to treating almost all the district officers as specialists and, as such, there would not be any scope for discussing the role of specialists in public administration at the district level if such a broad definition of 'specialist' were to be adopted. It was, therefore, proposed to narrow down the connotation of the term 'specialist' and it was decided to consider only such officers as specialists whose initial recruitment requires possession of professional, scientific and technical knowledge.

2. After formulating this definition of specialist, the Group decided to consider the present role of specialists in district administration and if any modification was necessary in the present role of specialists. To consider this question, the role performed by several district officials like the District Agricultural Officer, District Veterinary Officer, District Medical Officer, District Health Officer and District Family Planning Officer was analysed. The Group took use of the fact that development policies of different departments are formulated by the Government taking into account the recommendations of the Heads of Departments concerned and the district officers are in charge of the implementation of these policies at the district level. The district offices also contribute to the formulation of policies at the state level by offering feedback information to the Heads of Departments of the Government on the basis of their local knowledge, the aspirations of the people and the resources available in an area for undertaking developmental activities. The Group was of the view that in activities of these departments, which are purely of a technical nature, the district officers should be directly under the control of their departmental chiefs and that they should take guidance from them only. In respect of matters which require coordination of the activities of different departments and enlisting public participation such as agricultural extension, family planning, rural works, health education etc., the co-ordination should be made by the District Collector at the district level and the Panchayat Union Commissioner at the block level.

The general consensus was that the District Collector should be a generalist.

3. One dissenting view was also expressed that as policies are decided at the Government level and implemented through the respective Heads of Departments, there is no need for co-ordination at the district or the block level by a generalist and a specialist need be guided only by departmental chiefs. If, however, co-ordination is considered a necessity at the district level, it should be by a "District Development Commission" comprising three members, one generalist, and two specialists which would replace the present Collector as the Head of the district administration.

4. The Group felt that in the performance of the role of a co-ordinator by the district collector, some problems of a personal nature in the relationship between the District Collector and other District Officers may arise at times and, to obviate such difficulties, the Group was of the view that as far as possible, only senior officers should be posted as District Collectors. In recognition of the important role played by specialists at the district level, they should also be inducted into the Indian Administrative Service at the appropriate level.

5. The other measure which the Group considered necessary for raising the status of specialists was that an office of Vice-Chairman for the District Development Council should be created and this office should go by turns to the seniormost officer in different technical departments in the district. The tenure of office should be for a period of one year.

GANGADHAR JAS,
Chairman.

REPORT OF WORKING GROUP III ON THE "ROLE OF SPECIALISTS IN THE PRIVATE SECTOR"

1. At the outset, the Chairman welcomed the members and briefly referred to the key-note address given by the Minister of Transport The Hon. Thiru S. Ramachandran. He said that the Minister has suggested that there should be a marriage between the generalist and the specialist and that this could be done by imparting training at different levels to make the generalist and specialist mutually respect each other over the years.

2. Thiru A. K. Bansali suggested that the subject given to this group appeared rather limited to the private sector. He felt that the problems were similar in regard to industrial and commercial establishments both in the public and private sectors and therefore, the discussion should in the larger perspective of the role of specialists in industrial and commercial establishments in the private and public sectors.

The Group agreed that they should change the title of discussion in line with Thiru Bansali's suggestion.

The title of the subject was therefore changed as "the Role of Specialists in Industrial and Commercial Establishments in Private and Public Sectors."

3. Initiating the discussion on the subject, the Chairman broadly observed as follows :

He pointed out that India had a creditable record in developing industry and commerce even before the country became independent in 1947. He noted however that enterprise was rather tilted when the country was under foreign domination and that it could take off to a certain degree only after planning became possible in 1951.

To begin with, the Government of India laid down definite guide-lines in its Industrial Policy Resolution of 1948 and this was followed by the First Five Year Plan which commenced in 1951. Later on, an amended industrial policy was enunciated in 1956. On the whole, private enterprise in this country, unlike its position in the West, came to be highly neglected by the planning process and by the conscious regulations by the Government, both in terms of the kind of industries and enterprise the private sector should go into, and also in its

regulation of other factors of production, such as land, labour, capital and industrial raw materials. Private enterprise in India, therefore, has grown under enormous limitations and has yet done well because it knew the direction it was taking.

For example, much of the private enterprise initially was directed towards import substitution and in doing so, there have been over 2000 foreign collaborators in the country bringing in the process, enormous technical know-how in the fields un-attempted before.

On the other hand, the Government of India and the State Governments have done extremely well in promoting and managing a number of public sector undertakings all of which have contributed to an enormous base in basic and heavy industries in this country. But for Government's interest in developing these, our country would have lagged behind and the growth of private industry itself could not have been half as successful as it has been.

We have to assess the role of the specialist in the context of this background.

As far as the private sector is concerned, it has, to a large extent, had a voluntary process of development and management. People normally entered private organizations, primarily as specialists, and eventually grew up as generalists. For example, there are ten areas of management, namely, (1) General Management; (2) Administrative Services (3) Finance (4) Personnel (5) Production; (6) Purchasing; (7) Marketing; (8) Export Trade; (9) Public Relations; and (10) Research and Development.

The Executive in charge of these areas of Management primarily took up their functions as specialists in those fields, eventually grew up to top management positions and became directors in charge of those functions on the Board. Eventually the Management of a company became one of Management by a Committee of Specialists presided over by one of them most appropriate to lead the company at a particular stage of its development, depending upon the problems with which the Company was confronted at the time.

This development is one of evolution. Historically the private enterprise started with an entrepreneur, passed into a Managing Agency system and finally became corporate companies run by a committee of specialists.

It is well to remember India that has only 6000 public limited companies and about 20,000 private limited companies who, between them, manage our industrial and commercial establishments reflected through 50,000 and odd medium and small factories.

The Government industrial and commercial undertakings on the other hand, developed in a big way in the last 20 years and in every case, it was a question of developing new production or services, e.g. Hindustan Steel, Neyveli Lignite Corporation, Hindustan Machine Tools, Bharath Heavy electricals, Indian Telephone Industries, Bharath Electronics and such others. In developing these industries, the Government initially sought foreign collaboration and started administration from the top downwards. Over the years, these organizations have become highly complex and their managements have also evolved through a period of time to be managed by committees nominated by Government. In these committees-Boards-we find a similarity of specialists' representatives, viz., an administrator, labour representative, a production representative, a finance representative and so on. In other words, our public sector undertakings are also today managed by a Committee of Specialists.

While, therefore, we find similarity in administration between large private sector and public sector corporations, there seems to be a controversy lingering in public sector undertakings as to who should head the administration, a generalist or a specialist.

The discussions in our group, the Chairman said, should highlight our views as to the role of specialist in the industrial and commercial establishments of private and public sector undertakings and what, in our experience, could be considered expedient for making these undertakings work efficiently and profitably.

4. Thiru A K. Bansali, reacting to the introductory remarks, pointed out that it would be better if they left out from the scope of their discussion small scale industry as such, since management in the sense in which this Seminar is approaching seemed to be largely concerned with the administration in larger establishments. In any case, the problems of small scale undertakings, from the stand point of management, were different in that they were managed by individuals who were themselves technocrats or by a group of people who, between them, shared the responsibility of general management, finance production, marketing etc.

The Group did not agree with this view and the discussion proceeded with specific reference to larger industrial and commercial establishments only.

5. Thiru Bansali was of the view that in management one had to make a difference between line management and staff management, which, he said, were specifically the areas of specialists and that, therefore, the functions must be co-ordinated by general management by an enlightened generalist.

This view was not generally favoured because, as the Chairman pointed out, every executive who joined the Government or the business was selected in his area of specialisation and therefore everyone entered industry or business as a specialist. Eventually, after having spent 10 or 20 years in his chosen field, he grew up to be a generalist in his field of business and here, he was considered not a generalist as such but a generalist with specialisation in several aspects, endowed with required ability to co-ordinate the activities of his colleagues.

6. Kumari Haripriya felt that a specialist normally tended to be narrow in his outlook because he had in him a "trained incapacity". If he went up in the ladder of administration he continued to carry with him his bias in his specialised faculty and tended to relegate commonsense to the background.

7. Thiru Gundu Rao referred to a peculiar problem of the specialist continuing to carry his bias to the top with a strong tendency to 'bull-doze' his views on others to a point of recklessness.

8. Thiru Venkataraman said that this defect was, to a certain extent, inevitable because the man at the top was also a human being and he did not always develop an objective outlook. He pointed out, however, that in most business houses they had developed a system of checks and balances which took care of this problem. He illustrated this concept of checks and balances with a few cases in his experience which conclusively showed that a sufficient corrective force did exist in making administration both smooth and objective. Another correction, in his view, was the development of management by committees referred to by the Chairman earlier.

9. Thiru R. R. Dalavoi highlighted the need for a recognition of social responsibility as one of the criteria in the selection of top management personnel.

This was in principle accepted by every one present.

10. Thiru N. M. Doral Singh referred to the medical profession as an example where specialists in different fields

helped and conferred with each other before any major decision was taken. He felt that it should be possible for specialist in business to follow that example.

The Chairman appreciated the suggestion and said that a number of management consultancy services that existed in the country served this specific need.

11. Thiru Oza warned that knowledge was continually advancing in geometrical proportions and he even said that it doubled itself over seven years. He argued that in order to eliminate the conflict between generalist and specialist, modern educational curriculum should be so framed as to expose scientists and technologists to learn more and more about humanities and vice-versa. He also said that one of the practices of modern management was to assist the specialist to get trained in fields outside his normal activity. Citing a specific example, he said that he had seen some production engineers combining the work of welfare of labour in order to achieve higher productivity. He emphasised that a knowledgeable generalist should have excellent ideas to specialise. Illustrating this point, he said that a successful malaria control programme of the Government of India, essentially a public health programme, was conceived of by an administrator. He concluded by saying that both the specialist and generalist should recognise each other's value.

12. In the further discussion, in which Thiru C. G. Ramachandran, Thiru K. V. Ramamoorthy and Thiru Ramanathan participated, the role of the specialists was considered.

The Chairman observed that there was no such animal as a generalist.

In point of fact every one of us in the executive position is a specialist who, over years, not only acquires a high level of proficiency in his chosen field but also imbibes knowledge of salient features of the specialist in other fields. In fact, he becomes a well rounded personality with definite over-tones in respect of his chosen field and becomes eligible to be a leader in that organisation. When eventually he is chosen as administrator, he may be called a generalist, who, by this time, has specialised in several fields and who has shed in the process any bias he might have earlier held in his particular field of speciality.

The principal role of a specialist, or shall we say an executive, is to enlist the co-operation of his colleagues to achieve the goal of maximum productivity at optimum cost. In fact he contributes to the maximum net surplus which becomes a social

gain for savings, further, investment, more production, greater employment and an ever-widening circle of distribution of wealth. He has made two blades of grass grow where one grew before.

13. The Chairman of I.I. P.A. Madras Branch, Thiru C. A. Ramakrishnan, enquired how this group has resolved the conflict between the generalist and the specialist, particularly in the area of their respective remuneration. The Group's view was that in private enterprise these conflicts were not allowed to assume unmanageable proportions. It was pointed out that the specialist was either employed on contract for a specified period or he was invariably a foreigner who generally was not interested in the main stream of business. The power and ability of top administrator was guaranteed both in his status and the emoluments that he received.

There should be some scope for conflict in the public sector since different enterprises existed. But this could probably be solved by re-ordering statutory appointments for technical and administrative posts on a parity basis. There is no doubt that in a number of cases an I.A.S. officer acquitted himself extremely well even in industrial undertakings by virtue of his having had free consultation with management committee consisting of specialists. On the other hand, there are cases of exceptional men among technically oriented specialists who have also acquitted themselves as great administrators in positions of top management. Everything depends on the individual's ability to modify skills connected with his own original assignments and opportunities of knowledge that developed around him.

The real key-note in resolving the conflict between the generalist and the specialist is perhaps by training at different levels and different stages of development of the individual's career. Thiru Venkataraman mentioned, in this context, the facility provided in large establishments for job rotation and training within the establishment such as training centres to which men in different services are sent to participate. This system not only provided for the acquiring of knowledge but also of improving it.

14. The discussions concluded with a vote of thanks by the Chairman to all the participants who contributed so much and so well.

R. K. SWAMY.
Chairman,

SUMMARY OF THE PROCEEDINGS

I Day—2nd May, 1971

Under the auspices of the Tamil Nadu Branch of the Indian Institute of Public Administration, a Seminar on the Role of Specialists in Public Administration was held in Rajaji Hall, Anna Salai, Madras on the 2nd and 3rd May 1971. The Seminar was inaugurated by Thiru S. Ramachandran, Hon'ble Minister for Transport, with Thiru C. A. Ramakrishnan, Chairman of the Regional Branch, presiding.

Welcoming the Hon'ble Minister and the delegates, Thiru C. A. Ramakrishnan introduced to the delegates the Hon'ble Minister who was a specialist, an Engineer. He then referred to the need for defining the problem for discussion. The initial difficulty in defining was in identifying the specialist. It is generally assumed that only persons like Engineers and Doctors are specialists and that those in administrative posts are generalists. Even administration is a specialised performance in several cases. For instance Land Revenue Settlement and Land Revenue Administration are highly specialised fields where a person who does not know much about these branches will not be able to deliver the goods. The problem of specialist vs. generalist arises because there is a grievance that in the present set up, experts like Engineers, Doctors and Agricultural Experts are relegated to a subordinate position and that all the key posts in the Secretariat are monopolised by people in administrative service. The problem is acute in the Central Government where there are a number of Secretaries, 60 or 70 in the Ministries and Public Sector undertakings. The subject was discussed by the Indian Institute of Public Administration in Delhi in 1968. Here in the State, the problem may not be of such dimension. Nevertheless, the problem is there, as posts of Secretaries in the Secretariat are reserved for officers of the Indian Administrative Service. It is complained that the adviser to the Minister is a generalist and not a member of the technical branch under the Ministry. The problem is viewed from the point of view of service prospects. What is more important is what is the best solution for the public good and who can deliver the goods when put in charge of responsible positions. The Chairman (Thiru C. A. Ramakrishnan) concluded that from this point of view, we could not judge a person with reference to titles attached to the end of a name and that the merits of the particular person alone counted depending on whether he could perform the assignment given to him. He pointed out that the object of the seminar was that it afforded an opportunity to competent persons to pay

attention to such problems in an objective manner without being influenced by personal considerations and provided a forum for such persons to give their views without fear or favour with regard to the subject under discussion.

He then requested the distinguished guest, Hon'ble Thiru S. Ramachandran, Minister for Transport to inaugurate the seminar and at the end of this inaugural address to release the printed Report on Perspectives of Employee Assessment.

Inaugurating the Seminar, Hon'ble Minister Thiru S. Ramachandran expressed his happiness in associating himself with the participants in the Seminar on a subject of vital importance. He mentioned that the subject had been under discussion for quite sometime but still the controversy had not ended. The controversy whether the generalist should be on top or the specialist should be on top has been exercising the minds of several leading experts as well as others. The Indian Institute of Public Administration has discussed it. The Administrative Reforms Commission has gone into it and made recommendations. As far as he was concerned, he would say it was not easy to separate the two or discriminate between the two. Both are necessary for administration. We have a lot of development functions now in administration. Development is ensured by technological research on the one hand and effective system of public administration on the other. There might be an expert advice which might give better results. But it is the generalist who could say whether what is recommended by the expert will be popular. Not only the technical possibility but also the impact on the public as well as the political ideologies that are being pursued by the Government has to be considered in a democratic set up. He would therefore say that instead of having a controversy as to who should be on top, the delegates should bestow their thought as to whether or not it is possible to have a happy union or marriage between the two as the skills of both, the experience of the generalist and expert knowledge of the specialist are necessary at the decision making level. This would ensure correct decisions and better administration at the highest level. One suggestion will be that the generalist should not be transferred from field to field without giving him time to bestow attention and acquire experience about any subject, for example from Education Department to Family Planning or from Family Planning to Statistics. Of course, it may be necessary to have job inter - changeability in administrative services in public interest. But even then, we can define the area of change and transfer one to a connected subject so that the generalist may have jurisdiction of one special subject and during the career

associate his knowledge of the special subject with experience in administration. The specialists also may be sent to institutions like the Administrative Staff College, Hyderabad to have training in administrative matters and taken to the Indian Administrative Service after some year of experience in administrative roles, as persons from Revenue Department are taken. There could be such happy blending of both administrative ability and specialised knowledge in generalists as well as specialists. The assistance of both the generalists and specialists with their experience of administration and expert knowledge should be made available at the Cabinet level so as to facilitate correct decisions. He hoped that the working groups will go into the subject, bestow adequate attention and thought and aim at solutions helpful to both the specialist and generalist and the people.

He concluded his inaugural address thanking the Chairman and the members for the privilege and opportunity given to associate himself with the delegates and released copies of the book "Perspectives on Employment Assessment" printed by the Tamil Nadu Branch of the Indian Institute of Public Administration.

Thiru H. K. Ghazi, then the announced the names of the three working groups with their Chairmen. He said that the groups would meet separately and discuss their subject for the whole of the day and the forenoon of the next day.

Thiru R. K. Swami then thanked the Hon'ble Minister for his brilliant address and for the two guidelines which he had given on which they could build upon viz. that there should be a happy blending of the generalist and specialist and that the specialist could be given some sort of training in administration and then infiltrated into the administrative services. He hoped that the working groups would build upon these guidelines and arrive at proper conclusions. After he proposed the vote of thanks, the inaugural function came to a close.

After lunch, the three working groups held group discussions and prepared their respective reports and broke off to meet the next day.

II DAY-3rd MAY, 1971

The Seminar reassembled for the Second day at the Rajaji Hall at 10 A.M. on Monday, the 3rd May 1971. The Chairman of the Regional Branch, Thiru C. A. Ramakrishnan presided.

PRESENTATION OF REPORTS OF THE WORKING GROUPS

The Chairman of the three working Groups gave a résumé of the discussions and presented their reports which had already been circulated to the delegates.

The President Thiru C. A. Ramakrishnan thanked the Chairman of the Working Groups and announced that the reports were open for general discussion.

1. Dr. Vijayalakshmi : stated that it should be possible to eliminate the conflict between specialist and generalist in the public sector as in the private sector but actually it was not happening.

2. Thiru C. A. Ramakrishnan clarified that in the public sector while there were certain cadre posts reserved for members of the particular services like Collector, Board Member etc., there were other posts to which specialists could be appointed. In fact non-officials and distinguished scientists have been appointed to such posts. It must be presumed that people in authority had applied their mind before appointing the generalist or a specialist to a particular post. It may be that the decision was wrong in certain cases.

3. Thiru R. K. Swamy said that what was required of a General Manager was to coordinate the talents available. If an Engineer was put in charge, he might not have knowledge of personnel matters, finance, supplies, procurement, public relation, etc. An administrator brought forth his knowledge of the world, country's requirements, expectation of the Government and put across his recommendation in an acceptable manner.

4. Thiru K. K. Nambiar was of the view that controversy between generalists and specialists existed both in the Government and in the private sectors. In private sector where productivity leading to profit was of a paramount importance, the managerial abilities were far more important than mere adminis-

trative experience. In Government service where administration was the predominant factor, managerial ability played only an additional part. Inter-position of civilian generalists between the decision-making authority and the specialist head of the department has been engaging the attention of bodies like the All India Roads Congress and Institution of Engineers. Representations had been made that in some cases decisions went awry on account of the administrator intermediary not being able to put up things correctly to the decision-making authority. Particularly when there were technical alternatives posed by heads of departments, the generalist intermediary who put up the case to the decision-making authority was not able to appreciate the view point of the specialist. Such conflicts occur in private sector also. Some concerns have a tendency to reserve top posts to personnel of a particular discipline or disciplines.

He did not agree that every one was a specialist to start with and finally became a generalist. A generalist in humanities who had gained adequate experience and is regarded as a specialist in administration cannot be termed a specialist in the sense of a specialist who had undergone a technical course before recruitment. It is also to be admitted that persons recruited as a specialist when they went higher up got their technical functions reduced and specialised activities limited and they became more an administrator than a specialist especially in Government service.

6. Thiru C. Thangaraju pointed out that it was not as a decisions were taken by a generalist in a vacuum. Before if generalist took a decision reports of technical departments were studied with reference to limitations of finance, availability of resources, political considerations etc. If a technical man was the administrator he might not be able to fully appreciate the the political factors involved. In many case the ultimate decision was taken by the Minister. It is not correct to say that the view point of the specialist was completely brushed aside. The Minister gets the benefit of advice and views from both the specialist and the generalist. Thiru C. A. Ramakrishnan added that it was the duty of the civil servant or generalist to analyse and see whether the report of the technical Head of Department was in conformity with the policy and programme of the Government and if it was not, he should refer back to the technical head for a revised proposal. If it was in consonance with the policy of the Government, his duty was to accept it. The technical man is also bound and is conscious of the general policy of the Government.

7. **Thiru P. A. Menon** pointed out that the controversy of specialist vs. generalist did exist and that was why the subject was being discussed. For a considerable period of time, there was insistence that the specialist should also be the Head of Secretariat Department in Government administration so that he would be able to give his advice to the Minister direct. The logical effect of the claim that the specialist should have the final say would be that ultimately the Minister himself should be a specialist.

8. **Thiru P. S. Kumaravelu** said that if a generalist, an ICS or IAS officer had to differ from the view of the specialist Head of the Department, his note to the Minister should go to the specialist to enable him to give his further views to the Minister direct. A specialist who has gained experience for several years should be given the proper status and scale of pay on par with the generalist. At present, the co-ordinator had higher status and pay and order of precedence. This point should also be considered.

9. **Thiru R. R. Dalavai** pointed out that besides the view point of the specialist and the generalist, there was a third view point, that of the public. When the Minister takes a decision he takes into account this aspect viz., the public opinion. If there was any mistake, it would be due to lack of guidance from both the technical and administrative personnel. Referring to the Report of the IInd Working Group on the role of the specialist in District administration, **Thiru Dalavai** expressed the view that the Collector should hold the top position and the specialist the second position and that the position of Vice-Chairman of the District Development Council should go to a non-official. The people were the masters and both the specialist and the generalist should serve them in the best way possible. The generalist and the specialist should think more of service to people than of salaries and status. **Dr. Vijayalakshmi** suggested that the post of Chairman of the District Development Council itself should be held by a non-official.

10. **Kumari Haripriya** said that at least in Government sector, new ideas coming from subordinates were not fully appreciated by those in higher positions and that those in managerial capacity should be prepared to accept justified view points of those in subordinate position and give ample opportunities to them to put forth their views freely.

11. **Thiru R. Thillainayagam** wished to remove the wrong notion that generalists were the only people who had knowledge of everything and that the Engineer had no knowledge

about subjects other than Engineering. When the Engineer made a proposal he considers the economic and other aspects also. It was for the Minister to accept or reject it after going into the various considerations. There was no necessity for an intermediary between the Minister and the technical man. It would not be possible for a generalist even after long years of service to get the special and technical knowledge of a specialist.

12. **Thiru B. A. Bhaskaran** pointed out that the role of a specialist in the public undertaking or private enterprise is different from his role in Government Administration. In the industrial undertaking he starts as a specialist in his line and in course of time becomes a multi-specialist and is entrusted with the management of the undertaking. In the administration of a Government which has to be run in a political back ground where political decisions have to be taken, a generalist would be more suitable than a specialist. Of course, the generalist will have the benefit of the expert advice of the technical man but responsibility will be on the generalist and the Minister. As **Thiru Menon** said if the idea that the specialist should have the final say is extended, even the Minister has to be a specialist which is not possible in a democratic set up.

13. **Thiru S. Singarajan** expressed the opinion that there was no need for a generalist at District level, as policies were formulated at Government level and the District Officials had just to implement these policies.

14. **Thiru C. Thangaraju** said that both the experts and generalists were necessary for carrying on public administration which should be run in the interest of the people. If at any time the view of the expert was over-ruled, it is communicated to the expert and he is at perfect liberty to renew the proposal explaining his position. Sometimes, the Minister himself calls for a meeting of the experts and others before taking a decision. In the District Administration, the generalist has the opportunity to come into contact with the people and know the popular opinion. If there was programme for increasing production of food grains, besides mechanisation and improvement of agricultural methods and practices, the public should be awakened to the need for the adoption of the new practices. The District Agricultural Officer might not be in a position to do that. A generalist could bring about such awakening. For coordination of different technical experts and specialists, a generalist is necessary. A

not committed to any particular department would be in a better position to coordinate. Further, if the functions of the generalist were to be entrusted to a specialist, it would amount to wastage of the technical talents of the specialist.

While it was agreed that a Minister did take into account both the views of the specialist and the generalist, Dr. P. S. Kumaravelu felt that the Minister should consult the Head of the Department before the final decision, in case his view was not accepted. Thiru R. R. Dalavoi observed that when the Minister had taken into account the view of the Specialists, there was no need for a further personal consultation before taking a decision. Companies in England managed affair in India and managed them well on the basis of reports they got without personal consultations.

15. Thiru Philip Devaprasad agreed with the view expressed by the Minister for Transport that there should be a happy blending between the specialist and the generalist. A specialist after years of experience in top positions can grow into a generalist and acquire capacity for general management. But if all specialists should become generalists there would be no development of specialised skills. He pleaded that the gap between the two should not be enlarged. What was needed was a happy compromise to get the best of each.

Then the Chairmen of the three group replied to the points raised.

16. Thiru K. K. Nambiar, Chairman of Working Group I said that often the Heads of Departments were never given a chance to explain their case before their proposals were rejected. They only saw the Government Order. He favoured an arrangement by which a Minister would call for the Head of the Department before he rejected his proposal and discuss the matter again with him, the generalist being present. This would boost the morale of the specialist. He also favoured the example of Punjab where the Chief Engineers become Secretaries to Government. There was also some point in the suggestions that the pay scales of specialist should be on a par with that of the generalist, as pay was a determining factor when one's status was to be considered. The specialists also became generalists after some experience.

17. Thiru Gangadhar Jas, Chairman of Working Group II, said that his group felt that senior men among generalist should be posted as District Collectors as in the role of a coordinator problems of a personal nature between the Collec-

tors and other senior District Officers may arise. Avenues should be open to the specialists also to become administrators at the appropriate level after they acquired the required experience in administration. For this purpose it has been suggested that the post of Vice-Chairman of the District Development Council should go to the senior most specialist in technical departments in the District by turns. Members of Parliament and the State Legislature are in the District Development Council to represent the public.

18. **Thiru R. K. Swamy**, Chairman of Working Group III agreed with the observation of Thiru Thangaraju that a generalist was an uncommitted man who judged things dispassionately. He did not favour the idea for a non-official being a Vice-Chairman of the District Development Council, as the highest level decision was being taken by the Minister, a non-official representing the people. He elaborated his previous reference to the inability of specialists holding top management posts stating that his observation did not refer to Engineers alone but to specialists in all branches. A specialist can evolve into generalist over a period of years after getting the requisite experience. When he grew into a generalist, that amount of specialist knowledge which he had in the past might not be there. He explained the difference between the administrator in the Government and industrial or commercial undertaking in Public Sector. While the administrator in the former administered what he had, the administrator in the latter had to manage, procure the raw material some how and manage things for the organisation to earn a profit and survive. He therefore favoured a separate cadre in public sector to look after industrial and commercial establishments leaving law and order, social welfare etc., to the present cadres.

19. **Thiru M. G. Rajaram** Member Board of Revenue who was invited to speak by the Chairman stated that it had to be admitted that there was a conflict between the generalist and the specialist. On account of various reasons and circumstances it had grown. He felt the two must be mutually inclusive & not exclusive and function with mutual respect and regard. Each of them was important for the administration and they had to discharge their responsibilities so as to ensure the welfare of the common man. The Collector was the man who resolved the differences between other district officials and who took an overall view of things and made decisions in the best interest of all concerned. Likewise, at the Secretariat level, the Secretary came into the picture where the technical Head of Department and Finance Department could not compromise on problems.

and could not come to an agreed decision. At the same time, there was a need for the specialist managing State Departments with the growth of big projects like the Atomic Power Project etc. For successful administration, the technical personnel should be equipped in humanities and the administrators should have knowledge of specialised fields. There should be communication between the two and each should be given the pride of place and the ideas of each should be given due consideration. There should not be any intolerance, impatience and over aggressiveness on either side. While taking a decision, acceptability of plans and programmes by the people should be taken into account. The Secretary of a Department had to go around the district and keep himself informed of what was happening around. At the level of heads of departments they undertook extensive tours. If there was mutual respect and regard for each other, the problem of conflict between the two could be easily solved.

17. Thiru D. F. Kantharaj proposed a vote of thanks and the Seminar then adjourned for lunch.

The concluding session was presided over by Justice Thiru K. S. Venkataraman. Thiru C. A. Ramakrishnan, while welcoming the delegates to the final session referred to the growth of the Indian Institute of Public Administration and the Tamil Nadu Branch and impressed the need for a membership drive in view of the elections of office bearers in June 1972. He then introduced Justice K. S. Venkataraman, the President for the final session of the seminar. He then welcomed the Chief Secretary whose presence had special significance as he represented the Government and the Administrators who have to put into practice the various suggestions made in such Seminars when the proceedings are printed and sent to them. He also requested the Chief Secretary to do his best for the continuance of the State Government Grant to the Institute and encourage the officers to join the Institute and avail themselves of the many benefits they can get for the small subscription of Rs. 25/-a year.

As regards the work for the evening, for the information of the President, Thiru Ramakrishnan wished to say that a few recommendations had emerged during the discussion held. One was that the role of specialists must be recognised and that the specialists should be given their proper place and shown the due courtesy and consideration and not considered as subordinates to the generalist, since both have a fundamental role to play in the development of the country. So far as Heads of

Departments are concerned, in certain departments like Engineering and Medical, the specialist can be the Head of the Department and in departments where the administrative content is predominant, the generalist may be the Head of the Department. At the District level there is scope only for the generalist as the Collector has to co-ordinate the activities of various specialists. At Government level atleast a few of the posts of Secretaries should be set apart for specialists to enable the the specialists with experience of general administration to play an effective role in the framing of policy.

He then invited the Chairmen of the three working groups to present their reports and the Chairmen of the working groups explained their reports and presented them.

Thiru R. M. Seshadri, I. C. S. (Retd) was then requested to address the gathering. Thiru Seshadri appreciated the workman-like manner in which the working groups had presented their reports. He agreed with Thiru Swami's observation that administration should in a sense be equated to management. Administration was also management but only with resources on hand. But management not only dealt with resources on hand but also created resources. The question is not whether the generalist or the specialist should be favoured. What was paramount was whether public interest could be served better in any field by having a generalist or a specialist. He was in favour of the suggestion that in cases where the recommendation of the head of the department was not accepted, the specialist should be invited to give his second opinion. In conclusion, he suggested that another small seminar might be held to go into the recommendations in detail and prepare definite guide lines on which the Government could act.

Thiru P. A. Menon, I.C.S. (Retd) who was invited to address the gathering stated that we need not quarrel about the word specialist or generalist. What is required is that anything done should be done well in public interest. When we say that the Engineer should have direct contact with the policy making head or in other words the Minister, and if the Superintending Engineer is only a supervisory administrative head, then the question arises whether the Executive Engineer or the Assistant Engineer should have the direct contact. We have to avoid bothering about particular expressions. Every one should work for the good of the common man.

Thiru P. Sabanayagam, Chief Secretary to Government was then invited to speak. He stated that several views had been

expressed on this intriguing subject. To him the main idea seemed to be to what extent the generalist could be replaced by the specialist. The word generalist very often used to denote unqualified and the word specialist used to indicate qualified. Very few people realised that administration is a science where human factors are involved. General Administration at the District or State level is a science by itself.

We are in a democracy. Questions are asked in the Legislature. There are the Public Accounts Committees, the Estimates Committees, the Committee on Public Undertakings etc. We have the audit by the Auditor General and the Audit paragraphs which have to be settled. It is a moot question to be considered if in these fields the generalist could be replaced by a specialist. Unlike the Doctor who is treating patients day in and day out and the Engineer who supervises construction, the Director of Health Services and the Chief Engineer have to look after administration along with technical problems. He therefore considered that the question as to who should be associated with the person at the level of decision making is a matter to be considered, in the context of the role a person plays at a particular level, having identified the area of operation.

In the Electricity Board, he found that there was no cost-accounting and cost-consciousness. There was no Industrial Engineer. There was no master plan and inventory control. Therefore one has to see what the activities, functions, responsibilities and decisions that have to be taken in particular areas are and decide who is qualified for what work. Every Engineer cannot be an Industrial Engineer. Once these things are made definite, there will be a place for every one.

Justice K. S. Venkataraman, the president for the final session, then addressed the delegates. He welcomed the opportunity to associate himself with the Seminar and widen his knowledge and contacts. He has always felt that today every branch of knowledge or service has become very specialised. As Chief Secretary remarked, administration is also a science if not an art. For instance he for one believed that judging also was an art. If the judgment does not commend itself to the reasonably intelligent man, it is not a good judgement. In any profession, it is widening of knowledge which is very important and this is very relevant to the subject of discussion. He referred to the humerous and well known definition that a specialist is one who knows more and more about less and less and said that the problem is not so simple. We cannot dismiss a specialist in such light terms. A specialist is one who should be reckoned with. While the generalist will be

certainly necessary, the scientist or the specialist should be given due recognition. Taking a factory for instance, while he did not minimise the generalist's ability to understand the financial aspect and other things like labour, wages etc., unless there is an efficient specialist who can produce the goods, the factory cannot be run successfully. Whatever may be the definition of a specialist, a man who knows how to produce goods is a specialist. No administrator however able he may be can run a machine or produce goods. But that is only part of the truth. Again one should not over emphasize the role of the specialist also. The specialist is apt to be narrow in his outlook. But things would be righted if the specialist does not remain specialist but is also coming into contact with other spheres of activity trying to generalise his vision. Equally it would be advantageous if the generalist is not ignorant of the scientific developments. There should be a fusion or as the Minister put it a marriage between the generalist and the specialist. In the last resort our aim is the public good. We must subordinate our own personality for the common good.

Whether one is a generalist or a specialist, he should be efficient. Efficiency is the most essential thing. An administrator or Judge did not learn administration or the art of judging when he studied in College or appeared for the competitive examination. Efficiency is developed later. It is not enough if only the generalist administrator or the specialist administrator is efficient. It is very necessary that the Legislators and Ministers are also efficient. He clarified that he was not saying that they are not efficient but only postulating what is axiomatic. The person who makes laws and administers laws has to be very efficient.

Once having recognised these factors, i.e., the need for efficiency, the need for width of outlook and the need for keeping public good in view, the problem would have solved itself. The pragmatic solution will then be the right thing. Taking a particular situation, when the question arises as to who should be put in a place, the specialist or the generalist, finally it comes to a question of considering the suitability of a particular individual, i.e. whether one is efficient and has the knack of pushing through things. Again it comes back to the question of efficiency, aptitude and knack.

Thiru Venkataraman stated that he has always wondered about the wisdom of putting as decision-makers untrained politicians or legislators. But that is the essence of democracy

and they come with general ability. If democracy should work, the policy makers should be assisted in the best way to come to the right conclusion. That is the question discussed in the Seminar to-day. It is necessary to emphasize here that the person who advises should be under no fear of putting forward his view, particularly on the technical side. He should not be frowned upon if his view is not palatable to the decision maker, because in the ascertaining of truth and the gathering of knowledge, objectivity is essential. After gathering the facts objectively and scientifically, one must come to a decision. One must have all the aspects and pros and cons should be taken into account before the decision is taken. Difference of opinion is possible and the generalist should be free to put forward what he considers to be the correct view.

One of the points stressed is the mutual respect of the generalist and the specialist. Neither should look down upon the other. Generally speaking not only in public service but also in ordinary way of life, one should subordinate ones ego and have respect for the other individual and his opinions.

Another point which has been touched upon is the refresher course for the generalist as well as the specialist. It has been suggested that Specialist should have training in administration. A point has been made that knowledge is doubling itself in 6 years. Whether a generalist or specialist, one should go on increasing one's knowledge. Specialists should have training for administration and generalist should have courses in technical subjects.

As regards the controversy whether the generalist should be replaced by the specialist, he considered that there need be no controversy, if there was team spirit. The patient will suffer if there was no team spirit among the doctors attending on him and instead there was controversy based on vanity. Similarly, the administration will suffer if there is a dispute between the generalist and specialist. As the Minister for Transport suggested there should be a marriage between the two and the problem should be approached not as generalist vs. specialist but as generalist plus specialist giving each his due.

He then welcomed the idea that there should be a further seminar to define what departments are having more administrative content and which of them could be left in charge of the specialists.

A regards the recognition of their importance and worth he stated that the specialist and the generalist are both at the time of recruitment the best possible people that could be selected and generally intelligent. They are people who could be good in any chosen sphere. A specialist would also be good at other spheres and therefore cannot be run down as a mere specialist. Administration is also highly specialised and it is wrong to consider that the generalist does not know anything about the specialist field. Therefore while there should be due recognition of the specialist, the generalist also should not be run down. He concluded his address thanking the Institute for having given the opportunity to participate in and benefit from the Seminar.

The Seminar came to a close after Thiru R. K. Swami proposed a vote of thanks.

SUMMING UP.

The discussions in the Seminar were free, frank and forceful. This was due to some extent to the fact that the participants were personally involved in the problems discussed. Some of them took extreme positions on either side and some others a mid-course. One extreme view expressed was that all top posts should go to the specialists and there was no need for the generalist. Another was that the specialist cannot but have a narrow out-look and the generalist was necessary at the top level. Many were in favour of the line of thinking that both should be given due regard and recognition, that the views of both should be given due consideration and that there should be a happy blending or marriage of the two as Hon'ble Minister for Transport stated. The several suggestions and views that emerged during the discussions can be summarised as follows :

- (1) The subject "Role of Specialist in Public Administration" was by some participants reduced to the question whether the generalist in top posts should be replaced by a specialist, as the specialist with his specialised knowledge of his subject should have the final say at the decision making level. As against this, it was stated that the decision whether the recommendation of the specialist can be approved for implementation or not has to be examined in the interest of the common good with reference to the programme and policy of the Government and the reaction of the people and that this could be done best only by a generalist experienced in administrative matters with his knowledge of the people, fiscal policies, political repercussions etc. If the stand that the specialist only should function at the top level is to be accepted then the Minister himself should be a specialist in the subject allotted to him which is not possible in a democracy. Looking at it from another angle, if the Chief Engineer and Superintending Engineer are considered as administrators, the question arises whether the Minister should consult the Executive Engineer or the Assistant Engineer for specialist advice.
- (2) The next suggestion made to emphasize the need for recognising the role of the specialist in Public Administration was that he should be given an opportunity to explain and restate his views to the Minister or deciding authority, in the presence of the generalist if necessary, in case his recommendation is not to be

accepted on the advice of the generalist. The discussions revealed that even now such an arrangement exists and it was agreed that the views of the specialists should be given full consideration before a decision is taken. If any further changes in procedure are necessary to ensure this, such changes could be made. But it was not always necessary to have a personal discussion with the specialist. In fact personal discussions with specialists are held by a Minister before taking decisions on important matters

- (3) As a corollary to the previous suggestion to give due recognition to the views of the specialist, it was suggested that his salary and order of precedence should be equated to that of the generalist at the appropriate levels, as salary is an important factor in determining status. This was generally agreed to.
- (4) The key note of the discussions set by Hon'ble the Minister for Transport for the discussion and agreed to by several of the participants and speakers was that the good of the common man being the goal of public administration, there should be no controversy as specialist vs. generalist and that the approach should be specialists plus generalists for efficient administration. There should be a happy blending or marriage of the two and for this purpose and for mutual understanding, the generalist should acquire knowledge of the technical subject dealt with by him and the specialist learn the intricacies of Administration. This could be ensured through refresher courses of study and training and through experience.
- (5) The discussions also revealed that there are no pure generalists or specialists as such. For convenience of discussion, the specialist has been taken as one who has had a specialised science course in a subject before recruitment, eg. in medicine, engineering, agriculture, etc. and a generalist is defined as one who had taken humanities as his subject. In actual practice, a senior member of a technical service eg. the Chief Engineer or Director of medical education is more an administrator or a generalist, than a specialist practising engineering or medicine. The experienced administrator is also a specialist in the science of administration with fairly good knowledge of the technical department in his charge and cannot be considered to be a mere recruit.

to an administrative service. The main consideration for placing a person at the top level is his efficiency and his capacity to deliver the goods. There are top places for both specialists and generalists who are efficient administrators. It is not therefore correct to discuss whether the generalist or the specialist as a class should be at the top. There are separate areas for specialists and generalists. Even in areas suitable for specialists or generalists, not all specialists or generalists will be suitable for a particular post. The person has to be chosen for a position with reference to his efficiency and administrative ability to work within the frame work of the programme and policies of the Government and bring about the maximum possible benefit to the people.

- (6) The interest of the people will not be served best if the generalists and the specialists do not cooperate on account of disputes, difference of opinion, personal prejudice or lack of respect and regard for each other. Each should play his role to the best of his ability in full co-operation with the other giving due recognition to the other's knowledge and experience which are as important and indispensable to the administration as his own.

— o :—